

ITEM 2

21st May 2013



Glasgow City Council

Planning Applications Committee

Report by Executive Director of Development and Regeneration Services

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PROPOSED CONSERVATION AREA DESIGNATION AT SHAWLANDS CROSS

Purpose of Report:

To advise Committee of the outcome of a Conservation Area Appraisal of the Shawlands Cross and Waverley Park area(s) and the associated public consultation exercise. To seek Committee's approval for the designation of the Shawlands Cross Conservation Area.

Recommendations:

That Committee notes the outcome of the appraisal and approves:

- the designation of the Shawlands Cross Conservation Area
- the Shawlands Cross Conservation Area Appraisal as supplementary planning guidance

Ward No(s): 6,7,8

Citywide:

Local member(s) advised: Yes ☒ No ☐ Consulted: Yes ☐ No ☐

PLEASE NOTE THE FOLLOWING:

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1. BACKGROUND

- 1.1 The Conservation Area Appraisal programme was established in 2002 and is supported by a proposal contained in City Plan 2 that 'The City Council will complete a Conservation Area Appraisal for each of the City's Conservation Areas'. Glasgow currently has 23 designated Conservation Areas and to date 18 appraisals have been completed and approved by committee.
- 1.2 In addition to this, City Plan 2 states that 'the City Council will undertake a city-wide review to establish whether any further areas merit designation as conservation areas'. Specifically, Waverley Park is noted in City Plan 2 and the Main Issues Report (2011) as a potential new conservation area.
- 1.3 In recognition of the historic and architectural qualities of the area, a conservation area appraisal has been completed for Shawlands Cross and Waverley Park as summarised below.

2. CONSERVATION AREA APPRAISALS & DESIGNATION PROCEDURES

- 2.1 All planning authorities are required by the Planning (Listed Buildings and Conservation Area) (Scotland) Act 1997 to determine which parts of their area merits conservation area status. These are areas defined as being of "special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance".
- 2.2 To determine whether an area merits conservation area status a **conservation area appraisal** must be prepared. National Planning Policy Guideline 18 "Planning and the Historic Environment" requires that planning authorities prepare a character appraisal (Conservation Area Appraisal), when designating a new conservation area. The purpose of a conservation area appraisal is to define what is important about the character and appearance of an area; to identify its important characteristics and ensure that there is a full understanding of what, if anything, is worthy of preservation. It identifies the area's special features and changing needs through a process that includes researching its historical development, carrying out a detailed townscape analysis and preparing a character assessment. It also identifies opportunities for preservation and enhancement. According to PAN 71 'Conservation Area Management' (2004), special architectural interest can be interpreted broadly. As well as the settings of architectural set pieces and the spaces between buildings, designation can give recognition to groups of individual buildings or characteristic forms of urban development and evolution. Equally, conservation area designation provides scope for special recognition of the best examples of town planning and urban design. Special historic interest

relates to areas with a connection to events or themes of historic or cultural significance.

- 2.3 PAN 71 'Conservation Area Management' (2004) states that proposals for designation, variation or cancellation of conservation areas must be publicised. The Scottish Ministers must also be notified however owners and occupiers of property within a proposed conservation area do not have to be specifically notified and there is no right of appeal against a designation, variation or cancellation. Wherever possible however, proposals to designate, cancel or redefine the boundaries of conservation areas should first be subject to public consultation through the local plan process, thus providing opportunity for the views of stakeholders to be taken into account. As detailed above, the proposal to investigate a conservation area at Waverley Park was included in both City Plan 2 and the subsequent Main Issues Report.
- 2.4 Over and above these minimum requirements, The Planning etc (Scotland) Act 2006 and associated secondary legislation provide enhanced opportunities for people to get involved in the planning system. The Government's policy on community engagement is set out in Scottish Planning Policy (SPP) and in relevant Planning Circulars. PAN 3/2012 Community Engagement, provides advice to planning authorities on ways of effectively engaging with communities on planning matters and its principles have been applied to the consultation carried out for the Shawlands Cross and Waverley Park Draft Conservation Area Appraisal. Community engagement must be meaningful and proportionate, give people a genuine opportunity to have a say on a plan or proposal which affects them; listening to what they have to say and reaching a decision in an open and transparent way, taking account of all views expressed. The attached **consultation report** provides details of the community engagement undertaken, a summary of the consultation results and the recommendation reached in response to comments received.

3.0 DRAFT SHAWLANDS CROSS & WAVERLEY PARK CONSERVATION AREA APPRIASAL

- 3.1 In recognition of the important role the historic environment could play in the regeneration of the area, a Draft Conservation Area Appraisal of **Shawlands Cross** has been prepared. Following the commitment set out in City Plan 2 (2009), and in response to requests from local members and residents, the Council has also included a study of **Waverley Park** as a potential Conservation Area. The Draft Appraisal highlights the quality of the historic environment to be found at Shawlands Cross and Waverley Park and proposes the designation of two distinct conservation areas. A

public consultation exercise was carried out over a 7 week period from 10th September to 2nd November 2012.

- 3.2 The Shawlands Town Centre Action Plan of 2012 identified Shawlands Cross as a potential conservation area and the Appraisal considers this proposal in more detail (refer to Background Papers attached). The Shawlands Town Centre Action Plan was the subject of a successful funding bid to Glasgow City Council in 2012 and received £3.3m to deliver a range of projects in Shawlands. The proposed conservation area designation will complement this initiative and may offer future opportunities to lever additional funds for the heritage led regeneration of the area.
- 3.3 **Waverley Park** is a distinct residential enclave which developed as a suburb of Shawlands in the late 19th/early 20th century and was completed by 1907. The development has a distinctive suburban scale, character and sense of place – enhanced by the uniform grid layout, palette of materials and townscape details such as stone carved street names. There is a compact and contained mixture of terraces and semi-detached villas, set within a distinctive orderly grid layout and a defined architectural character.
- 3.4 The Draft Shawlands Cross & Waverley Park Conservation Area Appraisal examined the features of the Waverley Park area in more detail and concluded that it may merit conservation area designation due to the architectural and historic character of this turn of the century example of suburban development.
- 3.5 The public consultation however has indicated that only a very marginal majority of respondents are in favour of designating a new conservation area at Waverley Park. The primary concern being that the wholesale removal of Permitted Development Rights as dictated by the Town and Country Planning (General Permitted Development) (Scotland) Amendment order 2011, will potentially create an unwanted financial burden for residents wishing to carry out works to their properties. Whilst grant assistance for eligible works may be made available via the Glasgow City Heritage Trust, support is likely to be limited. Many respondents agreed with the findings of the Appraisal in terms of the historic quality of the area and report that in effect a degree of self regulating occurs within the area, with most residents taking care of their properties and undertaking alterations in an appropriate fashion.
- 3.6 Accordingly, it is proposed that the Council will not designate a conservation area at Waverley Park at present however the proposal may be reconsidered in future as part of the monitoring and review process of all conservation areas, if there is sufficient support to do so amongst local residents and interest groups. The consultation report attached summarises residents' concerns and concludes that there is not sufficient support to

justify imposing conservation area status and its associated restrictions on residents at this time.

4.0 PUBLIC CONSULTATION

- 4.1 A public meeting attended by approximately 80 people was held on 27th September 2012. The purpose of the meeting was to explain the process and implications of conservation area designation and to present the Draft Appraisal.
- 4.2 The majority of questions raised at the public meeting concerned the implications for residents of the proposed designation, both practical and financial, and these points were explained, including a presentation by a representative of the grant making body, Glasgow City Heritage Trust. A variety of other concerns focused on issues at Shawlands Cross including vacant shop units, the largely vacant and unused Arcade, parking problems, littering and policing issues – most of which are outwith the subject matter of the proposed conservation area designation. Council representatives did however explain the context of the Shawlands Cross proposal in terms of the investment already secured for the area and the opportunity for future funding which may be enabled by conservation area designation.
- 4.3 A show of hands at the conclusion of the meeting did indicate a feeling of support for both proposed designations however the recommendation is a result of the analysis of all written comments received during the consultation period.
- 4.4 73 public comments were received in total. For Shawlands Cross, 86% of these were in favour of the proposed designation which may be interpreted as a positive response. Many respondents commented that they were aware of the added value the proposed designation could bring to funding opportunities for the area and the need to focus activity of preserving and enhancing the historic architectural character of the area. Several respondents indicated that they felt Queens Park should be included within the proposed Conservation Area boundary however this has not been progressed as detailed in the attached consultation report.
- 4.5 For Waverley Park, out of the 62 comments received, 52% agreed with the proposed designation, whilst 48% were not in favour. As outlined above and in the consultation report attached, this result is not considered sufficient to justify designation.
- 4.6 All relevant comments received which do not relate to planning or conservation matters have been referred to the Shawlands Cross Town Centre Steering Group for consideration.

5. PROPOSED ACTION

- 5.1 A new Conservation Area will be designated at **Shawlands Cross** according to the Conservation Area Appraisal. A press advert will be placed giving details of the designation.
- 5.2 Promoting the key assets of the conservation area is important in raising awareness of its special characteristics. This will be achieved by publishing the approved appraisal on the Council's website and providing limited paper copies on request. Postcards promoting the key features of the Conservation Area will also be produced as part of an ongoing education and outreach programme working with schools and community groups.
- 5.3 The appraisal process has also highlighted areas where enhancement measures and further research is required. In order to manage this change and to ensure that the key features are protected and enhanced, it is proposed that liaison with the key partners and stakeholders will take place to develop a management plan/action plan.
- 5.4 Targeting of unauthorised works affecting the character of the conservation area will be carried out in accordance with the Council's Enforcement Charter.
- 5.5 It is recognised that residents and local groups have a major role to play in the management of conservation area and that they should be involved in the enhancement process.

6. CONCLUSIONS

- 6.1 Preparing the appraisal has provided the opportunity to find out what residents think of their area. The document presents a thorough and up-to-date statement of significance and identifies the opportunities for its enhancement.
- 6.2 On this basis the Appraisal will inform the City Council's planning function and afford greater clarity to owners and developers in the preparation of development applications.
- 6.3 In accordance with City Plan 2, the Shawlands Cross Conservation Area Appraisal is presented to Committee as supplementary planning guidance.

7. BACKGROUND PAPERS

- Draft Shawlands Cross & Waverley Park Conservation Area Appraisal, September 2012

- Finalised Shawlands Cross Conservation Area Appraisal, April 2013
- Report on Consultation Responses

8. COUNCIL STRATEGIC PLAN IMPLICATIONS

<i>Economic Impact:</i>	Conservation Area status will enable eligibility for potential heritage led funding opportunities
<i>Sustainability:</i>	There are no implications associated with this report
<i>Financial:</i>	Limited production of printed promotional material
<i>Legal:</i>	There are no implications associated with this report
<i>Personnel:</i>	There are no implications associated with this report
<i>Sustainable Procurement and Article 19:</i>	There are no implications associated with this report

9. RECOMMENDATIONS

Recommendations:

That Committee notes the outcome of the appraisal and associated consultation process and approves:

- the designation of the Shawlands Cross Conservation Area, and;
- the Shawlands Cross Conservation Area Appraisal as supplementary planning guidance

Development and Regeneration Services
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